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FINANCING OF THE UNITED NATIONS OBSERVER MISSION IN LIBERIA

Report of the Advisory Committee on Administrative and Budgetary Questions

1. The Advisory Committee on Administrative and Budgetary Questions has considered the reports of the Secretary-General containing the financial performance report of the United Nations Observer Mission (UNOMIL) for the period from 1 July 1995 to 30 June 1996 (A/51/756) and the second revised budget of the Mission for the period from 1 July 1996 to June 1997 (A/51/756/Add.1). During its consideration of the reports, the Advisory Committee met with representatives of the Secretary-General, who provided additional information.

2. The Advisory Committee recalls that, in his report to the Security Council of 22 October 1996 (S/1996/858/Add.1), the Secretary-General recommended: (a) a revised concept of operation for UNOMIL including expanded operation of the Observer Mission; (b) an increase in the strength of the military component of UNOMIL from 34 to 92 observers; and (c) a new programme for disarmament and demobilization.

3. By its letter of 8 November 1996 (S/1996/917), the Security Council welcomed the proposals of the Secretary-General with regard to the type of assistance UNOMIL could provide in support of the peace process in Liberia and encouraged the Secretary-General to make all appropriate arrangements necessary to carry out his proposals, but recommended that he should not deploy additional personnel and logistic resources unless the factions took the necessary concrete steps to fulfil their commitments.

4. By its resolution 1083 (1996) of 27 November 1996, the Security Council welcomed the beginning of the disarmament process on 22 November in accordance with the amended implementation schedule of the Abuja Agreement and extended the mandate of UNOMIL until 31 March 1997.

5. The Advisory Committee recalls that, by its resolution 51/3 of 17 October 1996, the General Assembly appropriated the amount of $14,016,000

gross ($13,186,800 net) for the maintenance of the Observer Mission for the period from 1 July 1996 to 30 June 1997, inclusive of the amount of $791,800 for the support account for peacekeeping operations. However, the Assembly decided that it would take no action on an assessment for the first five months of the period (1 July-30 November 1996) until after it had considered the performance report for the previous period (1 July 1995-30 June 1996). As for the remaining 7 months of the current period (1 December 1996-30 June 1997), the General Assembly decided to apportion the amount of $8,176,000 gross ($7,692,300 net), should the Security Council extend the mandate of the Observer Mission.

6. As indicated in paragraph 19 of document A/51/756/Add.1, the total resources made available to the Mission from its inception until 30 June 1997 amount to $115,528,300 gross. Estimated expenditures total $81,488,600 gross and credits returned to Member States thus far amount to $20,573,300 gross. The remaining $13,466,400 is the subject of proposals 9 (b) and (c) in the report of the Secretary-General (A/51/756).

Financial performance report for the period from 1 July 1995 to 30 June 1996

7. As indicated in the summary of the report of the Secretary-General (A/51/756), an amount of $30,470,500 gross ($29,390,300 net) was provided for the maintenance of the Mission for the period from 1 July 1995 to 31 March 1996. However, the General Assembly, by its decisions 50/482 A of 7 June 1996 and 50/482 B of 17 September 1996, decided to extend the utilization of these resources to 30 September and 31 October 1996, respectively. Expenditures for the period from 1 July 1995 to 30 June 1996 amounted to $17,004,100 gross ($15,946,400 net), resulting in an unencumbered balance of $13,466,400 gross ($13,443,900 net).

8. The Advisory Committee notes from paragraph 6 of document A/51/756 that the unencumbered balance was a result of the postponement of the scheduled implementation of the disarmament and demobilization programme, the non-deployment of additional military and civilian personnel, the repatriation of non-essential military and civilian personnel and the cancellation of air operations following the outbreak of fighting in Monrovia in April 1996.

9. With regard to the actions to be taken by the General Assembly, the Advisory Committee recommends approval of the requests contained in paragraph 9 of the Secretary-General's report (A/51/756).

Updated cost estimates for the period from 1 July 1996 to 30 June 1997

10. According to the Secretary-General's second revised budget for UNOMIL, issued on 3 February 1997, for the period 1 July 1996 to 30 June 1997 (A/51/756/Add.1), the updated cost of maintaining the Observer Mission for the period amounts to $36,941,700 gross ($35,642,100 net), an increase of $22,925,700 gross ($22,455,300 net) over the amount of $14,016,000 gross ($13,186,800 net) approved by the General Assembly in its resolution 51/3. The additional requirements are primarily attributable to an increase in the number of military and civilian personnel for the disarmament and demobilization programme based on the revised concept of operation. However, subsequent to the issuance of that document, the Advisory Committee was informed that the

estimates could be revised again to provide for an increase of only $17,899,000 gross ($17,544,100 net), a decrease of $5,026,700 gross ($4,911,200 net) as compared with what is contained in the document. This revision is attributable to a reduction in the number of fighters to be demobilized from 60,000 to 33,000 and to a delay in deployment of military and civilian personnel.

11. The decrease attributable to the reduction in the number of fighters amounts to $3,923,500 ($3,685,000 under the disarmament and demobilization programme and $238,500 for local staff salaries) and $1,103,200 relates to the delayed deployment of military ($140,500) and civilian ($962,700) personnel. Annex I to the present report summarizes the newly revised "updated" estimates by object of expenditure. Annex II contains a revised summary of actions to be taken by the General Assembly at its resumed fifty-first session, as submitted by the Secretary-General to the Advisory Committee.

12. The Advisory Committee notes that neither the estimates contained in A/51/756/Add.1 or its subsequent revision include costs for the election operation; paragraph 17 of that document states that the resource requirements for the electoral component of UNOMIL will be presented to the General Assembly at a later date, once the role of the United Nations in the electoral process becomes clear. In paragraphs 23 and 24 of his report (S/1997/90) of 29 January 1997, the Secretary-General states the conditions which must be fulfilled for the United Nations to become involved in the election operation. Upon inquiry, the Advisory Committee was informed that a ministerial meeting of the Economic Community of West African States (ECOWAS) was scheduled to be held at Monrovia on 13 and 14 February 1997 to discuss, inter alia, the time table and preparations for the elections, which are scheduled to take place by the end of May 1997. The Advisory Committee was also informed that the United Nations has now formulated a series of recommendations on a framework for the holding of elections in Liberia which have been transmitted to the Chairman of the Council of State and the Chairman of ECOWAS. The Advisory Committee notes from the report of the Secretary-General to the Security Council (S/1997/167) of 27 February 1997 that during the second ministerial meeting of the ad hoc special conference to support the peace process in Liberia, held in New York on 20 February 1997, consensus emerged on a number of issues, including the need to adhere to the 30 May 1997 election date.

13. The revised requirement of $17,899,000 gross is inclusive of an amount of $10 million gross already authorized by the Advisory Committee for the operations of the Observer Mission. By its letter of 20 December 1996 (see annex III), the Advisory Committee authorized the Secretary-General to enter into commitments in an amount not exceeding $10 million for the implementation of the disarmament and demobilization process for the period from 1 December 1996 to 31 January 1997. Upon inquiry, the Advisory Committee was informed that total expenditure thus far amounts to $7.2 million, comprising $1.9 million in disbursements and $5.3 million in obligations, leaving an unencumbered balance of $2.8 million.

14. The Advisory Committee was informed by representatives of the Secretary-General that demobilization and disarmament, which started on 22 November 1996, was completed on 8 February 1997. The Advisory Committee was further informed that, out of 33,000 fighters, 20,332 had been demobilized

according to the UNOMIL count and 30,000 according to the ECOWAS Monitoring Group (ECOMOG) count. The Advisory Committee was further informed that UNOMIL has not been able to verify the larger number but does not dispute it.

15. Of serious concern, the Advisory Committee was informed that personnel recruited for the disarmament and demobilization programme were still on board even though the functions for which they had been obtained had ended on 8 February 1997. Upon inquiry, the Advisory Committee was informed that some personnel were required for a bridging exercise, as can be seen from the table supplied by the Secretariat (see annex IV). The Advisory Committee was informed that personnel will be maintained at the 10 sites until June 1997, and that the number of sites is based on geography. However, the estimate of the number of local personnel required at these sites has been lowered. Full deployment of military observers at the authorized level of 92 was expected to be achieved by the end of February. However, full deployment of international staff will be achieved by the end of March. The highest number of local staff deployed was 519 as at 10 February and is expected to decline to 269 by the end of February and to 209 by the end of March. The March strength of 209 is higher than the previous projection of 155 local staff by May. This is attributable to a request by ECOMOG to keep some of the sites open to facilitate the demobilization of combatants who are still armed and also to use some of the sites as bases of operation for bridging activities. As at 10 February, 12 United Nations volunteers were deployed to the mission area but a total of 28 are expected to be deployed by mid-March but then be reduced to 25 by the end of March.

16. The Advisory Committee notes from the report of the Secretary-General to the Security Council (S/1997/90) of 29 January 1997 that the number of United Nations agencies operating in the area now include the United Nations Development Programme (UNDP), the Office of the United Nations High Commissioner for Refugees (UNHCR), the World Health Organization (WHO), the World Food Programme (WFP), the Food and Agriculture Organization of the United Nations (FAO) and, according to representatives of the Department of Humanitarian Affairs, which is responsible for coordinating bridging and reintegration activities, the United Nations Children's Fund (UNICEF), the International Labour Organization (ILO), the International Civil Aviation Organization (ICAO), the United Nations Political Office for Somalia (UNPOS) and 15 non-governmental organizations (NGOs) were also in the area. The Advisory Committee was informed that these agencies with a total of 35 international staff are accommodated separately though based in the same area. The Advisory Committee was also informed that the coordination unit of the Department of Humanitarian Affairs has seven staff members on board and that the mechanism for coordination includes a series of committees and weekly meetings.

17. Paragraph 12 of document A/51/756/Add.1 refers to United Nations property looted as a result of the outbreak of hostilities in Monrovia during April 1996. Upon inquiry as to the steps taken to recover some of the losses, the Advisory Committee was informed that the Special Representative of the Secretary-General held several meetings with the leaders of the warring factions during which he urged them to take all necessary measures to ensure the return of the looted vehicles. The Advisory Committee was also informed that the Special Representative wrote several letters to the Chairman of the Council, as well as

to the ECOWAS Executive Secretary, regarding the looted assets and at his suggestion this item was included in the agenda of the meeting of the ECOWAS Chiefs of Staff and the Ministerial meeting of the ECOWAS Committee of Nine on Liberia. The Advisory Committee expects that this matter will be fully investigated and that an analysis of these unfortunate occurrences will be made with a view to identifying the lessons to be learned.

18. The Advisory Committee notes that a second helicopter of medium lift capability is required, effective 1 February 1997, to assist in the support of the disarmament process (A/51/756/Add.1, para. 12). Upon inquiry, the Advisory Committee was informed that the helicopter arrived on 12 February 1997. In view of the fact that the disarmament process was completed on 8 February 1997, the Advisory Committee questioned the continued need of the second helicopter. The Advisory Committee was informed that a long-range helicopter was still required because voluntary disarmament is continuing in the remote and inaccessible areas of Liberia such as Grand Krue and Maryland counties and UNOMIL continues to operate field stations where it maintains verification/disarmament/ demobilization teams. The Advisory Committee was further informed that UNOMIL is mandated to verify compliance with the various agreements which require that the Mission be capable of conducting investigations of any ceasefire or human rights violations, supporting humanitarian assistance activities and monitoring compliance with disengagement of forces and observance of the arms embargo, including "no-notice" helicopter patrols along the entire length of the border. The Advisory Committee was also informed that the resupply operations involving the provision of essential support items such as food, fuel and water to all field stations, particularly to those remote areas, are currently highly dependent upon helicopter support.

19. With regard to the rental of office space, the Advisory Committee notes from paragraph 8 of annex III.C to document A/51/756/Add.1 that UNOMIL proposes to rent four floors of a hotel complex in Monrovia to accommodate the operation of the Mission; one floor would be rented for 8.5 months at a rate of $22,680 per month, a second floor for 7 months at a rate of $25,200 per month, a third floor for 6 months at a rate of $24,840 per month and the fourth floor for 5 months at a rate of $11,160 per month. Upon inquiry, the Advisory Committee was informed that UNOMIL had agreed to take a minimum of 231 rooms in Hotel Africa to meet its office and residential requirements. In addition, under the lease agreement dated 11 October 1996, UNOMIL obtained exclusive control over the hotel complex for security reasons. The Advisory Committee trusts that, to the extent possible, agency personnel will also be accommodated in that space.

20. The Advisory Committee notes from annex I to document A/51/756/Add.1 that the amount of $830,600 is being requested for claims and adjustments, which is $18,200 more than the previous amount. The Advisory Committee recalls that, in its report on death and disability benefits (A/51/646), the Committee included information provided to it on death and disability claims from troop-contributing countries arising from four recent peacekeeping operations (United Nations Operation in Mozambique (ONUMOZ), United Nations Operation in Somalia (UNOSOM), United Nations Assistance Mission for Rwanda (UNAMIR) and United Nations Peace Forces (UNPF), as well as actual expenditures incurred under current arrangements and projected costs based on the utilization of commercial insurance coverage. In this connection, the Advisory Committee intends to

submit a comprehensive report on claims for all peacekeeping operations which will contain information on amounts involved, processing, arbitration and costs.

21. The Advisory Committee recommends approval of the revised proposed actions to be taken by the General Assembly as shown in annex II to the present report (see paras. 10-11 above).

ANNEX I

Updated revisions to the cost estimates for the period from 1 July 1996 to 30 June 1997 - summary statement

(Thousands of United States dollars)

	Appointment (1)	Updated cost estimates (A/51/756/Add.1) (2)	Adjustments (3)	Total (4 = 2+3)
1. Military personnel costs				
(a) Military Observers				
Mission subsistence allowance	936.0	1 941.0	(138.0)	1 803.0
Travel costs	330.0	527.2	0.0	527.2
Clothing and equipment allowance	7.2	14.0	(2.5)	11.5
Total, line 1	1 273.2	2 482.2	(140.5)	2 341.7
2. Civilian personnel costs				
(b) International and local staff				
International staff salaries	2 290.7	3 348.7	(352.0)	2 996.7
Local staff salaries	286.4	1 549.6	(238.5)	1 311.1
Consultants	0.0	0.0	0.0	0.0
Overtime	0.0	0.0	0.0	0.0
Common staff costs	1 900.0	3 501.5	(227.3)	3 274.2
Mission subsistence allowance	1 240.9	1 899.9	(133.2)	1 766.7
Travel to and from the Mission area	0.0	0.0	0.0	0.0
Other travel costs	114.0	138.1	0.0	138.1
Subtotal	5 832.0	10 437.8	(951.0)	9 486.8
(c) International contractual personnel	0.0	0.0	0.0	0.0
(d) United Nations Volunteers	0.0	680.4	(134.7)	545.7
(e) Government-provided personnel	0.0	0.0	0.0	0.0
(f) Civilian electoral observers	0.0	0.0	0.0	0.0
Total, line 2	5 832.0	11 118.2	(1 085.7)	10 032.5
15. Assistance for disarmament and demobilization				
(a) Rehabilitation/reintegration assistance to demobilized military forces				
Consultants	0.0	0.0	0.0	0.0
Consultants' travel	0.0	0.0	0.0	0.0
Local staff	0.0	0.0	0.0	0.0
Training	0.0	28.0	0.0	28.0
Equipment	0.0	117.2	(57.2)	60.0
Miscellaneous services	0.0	5 700.0	(2 380.0)	3 320.0
Miscellaneous supplies	0.0	1 143.0	(743.0)	400.0
Subtotal	0.0	6 988.2	(3 180.2)	3 808.0
(b) Assistance to demobilized military forces				
Rations	0.0	604.8	(504.8)	100.0
Transportation	0.0	0.0	0.0	0.0
Subtotal	0.0	604.8	(504.8)	100.0
Total, line 15	0.0	7 593.0	(3 685.0)	3 908.0
19. Staff assessment	829.2	1 299.6	(115.5)	1 184.1
Grand total	7 934.4	22 493.0	(5 026.7)	17 466.3
20. Income from staff assessment	(829.2)	(1 299.6)	115.5	(1 184.1)
Net total	7 105.2	21 193.4	(4 911.2)	16 282.2

ANNEX.II

Revised* actions to be taken by the General Assembly at its resumed fifty-first session

The actions to be taken by the General Assembly at its resumed fifty-first session in connection with the financing of UNOMIL are as follows:

(a) The appropriation of an additional amount of $17,899,000 gross ($17,544,100 net), inclusive of the amount of $10 million gross already authorized by the Advisory Committee on Administrative and Budgetary Questions, for the operations of UNOMIL for the period from 1 July 1996 to 30 June 1997;

(b) The assessment of an additional amount of $13,192,345 gross ($12,989,545 net), including start-up cost of $6,916,800, for the operation of the Mission for the current mandate period from 1 December 1996 to 31 March 1997, in addition to the amount of $4,672,000 gross ($4,395,600 net) already authorized for the same period under Assembly resolution 51/3 of 17 October 1996;

(c) The assessment for the period from 1 April to 30 June 1997 of the amount of $1,568,885 gross ($1,518,185 net) per month, in addition to the amount of $1,168,000 gross ($1,098,000 net) already authorized under Assembly resolution 51/3, subject to the extension(s) of the mandate of UNOMIL by the Security Council.

* A/51/756/Add.1, para. 28.

ANNEX III

Letter dated 20 December 1996 from the Chairman of the Advisory Committee on Administrative and Budgetary Questions addressed to the Secretary-General

The Advisory Committee on Administrative and Budgetary Questions has considered the Controller's letter of 9 December 1996 seeking the concurrence of the Committee to enter into commitments in the amount of $10,916,300 gross ($10,806,100 net) for the implementation of the new programme of disarmament and demobilization of the United Nations Observer Mission in Liberia (UNOMIL) for the period from 1 December 1996 to 31 January 1997. This request is made under the terms of General Assembly resolution 49/233.

In your report of 17 October 1996 to the Security Council (S/1996/858 and Add.1), you recommended a revised concept of operations for UNOMIL which provided for an increase in the strength of military observers from 34 to 92 in order to implement the new programme for disarmament and demobilization.

By its resolution 1083 (1996) of 27 November 1996, the Security Council extended the mandate of UNOMIL until 31 March 1997. The Council also decided to maintain UNOMIL deployed at the level you had recommended.

The Advisory Committee noted that resources for the overall disarmament and demobilization programme are to be included in a revised budget of UNOMIL for the period from 1 July 1996 to 30 June 1997 which is currently under preparation.

The Committee notes that the additional cost estimates for the new programme for disarmament and demobilization for the period from 1 December 1996 to 31 January 1997 amount to $10,916,300 gross ($10,806,100 net); the bulk of this estimate relates to non-recurrent expenditure.

The Advisory Committee noted from annex III to the Controller's letter that 503 additional posts are being proposed for the period from 1 December 1996 to 31 January 1997. Of these, 227 posts (13 international and 200 local staff and 14 volunteers) are projected to be on board by 1 December 1996 and a further 276 posts (12 international and 250 local staff and 14 volunteers) by 15 December 1996. Upon inquiry, the Advisory Committee was informed that out of the 25 additional international staff projected to be on board by 15 December 1996, only 13 had been recruited as at 13 December 1996. In this connection, it is likely that further delays in the deployment of staff would occur and this would lead to savings under this item.

With regard to vehicles, the Advisory Committee noted from annex IV to the Controller's letter that in addition to the current inventory of 108 vehicles, 124 vehicles are being requested for the period from 1 December 1996 to 31 January 1997.

In connection with the estimate for data-processing equipment, the Advisory Committee recalled that in document A/50/650/Add.4, a total of 245 data

processors were requested for UNOMIL for the period from 1 July 1996 to 30 June 1997. The Advisory Committee noted from annex VI to the Controller's letter that a total of 182 additional data processors were being requested for disarmament and demobilization. The Advisory Committee believes that needs for both vehicle and data-processing equipment should be tailored to actual requirements.

In the light of its observations above, the Advisory Committee concurs in your entering into commitments in the amount not exceeding $10 million gross for UNOMIL to implement the new programme for disarmament and demobilization for the period from 1 December 1996 to 31 January 1997.

(Signed) C. S. M. MSELLE
Chairman

ANNEX IV

Updated and revised deployment of military and civilian personnel as at 10 February 1997

	1996						1997					
	July	August	September	October	November	December	January	February	March	April	May	June
Military Observers												
Updated (A/51/756/Add.1)	15	15	10	12	34	92	92	92	92	92	92	92
Revised	10	10	10	12	35	79	79	92	92	92	92	92
International civilian staff												
Updated (A/51/756/Add.1)	30	30	30	38	64	84	97	97	97	97	89	89
Revised	30	30	30	37	43	44	48	75	94	89	89	89
Local staff												
Updated (A/51/756/Add.1)	38	38	38	38	238	660	660	660	465	465	155	155
Revised	38	38	38	39	268	360	504	269	209	209	209	209
United Nations Volunteers												
Updated (A/51/756/Add.1)	-	-	-	-	14	28	28	28	28	21	13	13
Revised	-	-	-	-	-	3	19	12	25	25	25	25
Total civilian staff, updated	68	68	68	76	316	772	785	785	590	583	257	257
Total civilian staff, revised	68	68	68	76	311	407	571	356	328	323	323	323